

1. PRILOGA: Input from the National Assembly of the Republic of Slovenia for the 2025 Rule of Law Report

The annual Rule of Law Report lies at the centre of the European Rule of Law Mechanism, an annual cycle to promote the rule of law in all Member States and prevent problems from emerging or deepening further.

The 2025 Rule of Law Report covers the same pillars as previous reports: the justice system, the anti-corruption framework, media freedom and pluralism, and other institutional issues (falling within the competence of the Parliament, i.e., National Assembly) related to the system of checks and balances. The Report also includes information on the follow-up on Commission's recommendations from the 2025 Report, as well as recommendations issued in 2024 (where the implementation of recommendations was completed in 2025).

Following a request from the Ministry of Foreign and European Affairs, the National Assembly Services prepared replies concerning selected parts of the questionnaire that serves as the basis for the Annual (National) Rule of Law Report for 2025. In our Input, we report on the developments and topical issues in 2025 (particularly in the second half of the year), precisely by the date of submitting this Input, from the perspective of the National Assembly. Where comparative data for 2022 is provided, please note that 2022 was the year in which parliamentary elections were held.¹

A comprehensive overview of National Assembly's competences, tasks and activities is provided in previous reference reports.²

This Input – available in Slovenian and English (see Appendix) – has been prepared by the Research and Documentation Division in cooperation with other National Assembly Services.

1. Information on developments, new measures and actions taken to follow-up on Commission's recommendations (related to the system of checks and balances) from the 2024 and 2025 Reports

¹ The ninth parliamentary term (2022–) began with the first session of the newly elected National Assembly held on 13 May 2022. The 15th Government of the Republic of Slovenia, led by Robert Golob, was appointed on 1 June 2022.

² Reference reports:

– Input by the National Assembly to the Commission's 2022 Rule of Law Report – the Rule of Law Situation in Slovenia. https://fotogalerija.dz-rs.si/datoteke/Publikacije/Zborniki_RN/2022/Odziv_Drzavnega_zbora_na_Porocilo_Evropske_komisije_o_stanju_pravne_drzave_za_let_2022_%E2%80%93_Poglavje_o_stanju_pravne_drzave_v_Sloveniji.pdf.

– Fourth (National) Annual Report on the Rule of Law Situation in Slovenia in 2023 (Input from the National Assembly). https://fotogalerija.dz-rs.si/datoteke/Publikacije/Zborniki_RN/2023/Cetrto_%28nacionalno%29.pdf.

– Fifth (National) Annual Report on the Rule of Law Situation in Slovenia in 2024 (Input from the National Assembly). https://fotogalerija.dz-rs.si/datoteke/Publikacije/Zborniki_RN/2024/Peto_%28nacionalno%29_letno_porocilo_o_vladavini_prava_v_Sloveniji_za_Porocilo_o_vladavini_prava_v_Evropski_uniji_2023_%28odgovor_Drzavnega_zbora%29.pdf.

– Sixth (National) Annual Report on the Rule of Law Situation in Slovenia in 2024 (Input from the National Assembly). https://fotogalerija.dz-rs.si/datoteke/Publikacije/Zborniki_RN/2025/Seeto_%28nacionalno%29_letno_porocilo_o_vladavini_prava_v_Sloveniji_za_Porocilo_o_vladavini_prava_v_Evropski_uniji_2024_%28odgovor_Drzavnega_zbora%29.pdf.

1.1 Recommendation to Slovenia for 2024 to “finalise the legislative process to amend the rules on parliamentary inquiries with adequate safeguards for independence of judges and state prosecutors, taking into account European standards on judicial independence”

The Act Amending the Parliamentary Inquiry Act (ZPPre-A³, Official Gazette of RS, No. 108/24) entered into force on 4 January 2025. The National Assembly has no knowledge of any request for a constitutional review of the said Act before the Constitutional Court.

1.2 Recommendation to Slovenia for 2024 to “take further measures to ensure that the reform of judicial appointments contains adequate safeguards for judicial independence, taking into account European standards on judicial independence”

a) Regarding constitutional amendments:

In October 2023, the National Assembly decided, by the required two-thirds majority of the deputies present, to initiate the procedure for amending the Constitution of the Republic of Slovenia (hereinafter: the Constitution) with regard to Articles 129, 130, 131, 132, and 134⁴ (EPA 299-IX), which relate to the appointment of judges. Based on the decision and positions of the National Assembly, the parliamentary Constitutional Commission began preparing a draft constitutional act amending the Constitution.

The said constitutional act consists of two parts: the first part contains the text of the constitutional amendment, while the second part contains provisions on its implementation. At its meeting of 1 December 2023, the Constitutional Commission adopted section I of the draft text of the Draft Constitutional Act Amending Articles 129, 130, 131, 132, and 134 of the Constitution, and concluded the debate on section II. The Constitutional Commission resumed its meeting on 19 February 2025 to decide on section II. The latter was not adopted as it failed to secure the required two-thirds majority of Commission's members (Article 179 of the Rules of Procedure of the National Assembly; hereinafter: Rules of Procedure). Due to the adoption of only one section of the draft constitutional act, the Chair of the Constitutional Commission adjourned the meeting to consult on the further course of procedure. The date for the resumption of the meeting has not yet been set.

b) Regarding legislative changes:

On 20 November 2025, the National Assembly adopted:

- the Courts Act (effective from 19 December 2025, with certain provisions applying before 1 January 2027);
- the Judges Act (effective from 19 December 2025, applicable from 1 January 2027);
- Act Amending the Judicial Council Act (effective from 19 December 2025, with certain provisions effective from 1 January 2027);

³ https://www.dz-rs.si/wps/portal/Home/zakonodaja/izbran?uid=C1257A70003EE6A1C1258B9D0027718C&db=k on_zak&mandat=IX

⁴ https://www.dz-rs.si/wps/portal/Home/zakonodaja/izbran?uid=197C4C2C2FD85DC9C12588C90035A93D&db=pre_akt&mandat=IX

– Act Amending the State Prosecutor’s Office Act (effective from 19 December 2025, applicable from 1 January 2027).

The main solutions introduced by the above-mentioned Acts include the abolition of the two-tier system of first-instance courts; the introduction of a single judge at first instance; the shortening of the term of office of court presidents, limited to a single renewal; and the transfer of the power to appoint Supreme Court judges who already hold judicial office from the National Assembly to the Judicial Council. In addition, the procedure for selecting candidates for vacant judicial positions was amended; disciplinary proceedings and disciplinary bodies were reformed; measures were introduced to strengthen the principle of bilingualism and the rights of national communities; the title of District State Prosecutor was abolished; and psychological assistance was introduced for State Prosecutors and State Prosecutor’s Office staff.

Representatives of the Supreme Court, the Supreme State Prosecutor’s Office and the Judicial Council participated in the legislative procedure and submitted written positions, opinions and proposals. They were also given the opportunity to present their views and comments orally at a meeting of the Committee on Justice.

1.3 Recommendation to Slovenia for 2024 to “finalise the measures to increase the remuneration of judges and state prosecutors, taking into account European standards on resources and remuneration for the justice system”

The recommendation is implemented through the Act on the Common Foundations of the Salary System in the Public Sector⁵ (EPA 1726-IX) that entered into force on 23 November 2024 and became applicable on 1 January 2025. According to information available to the National Assembly, two requests for a constitutional review of this Act have been filed with the Constitutional Court.

On 13 August 2025, the Public Office Holders Act⁶ (EPA 1967-IX) entered into force. This systemic Act regulates, inter alia, the rights of public office holders in the performance of their office (e.g. reimbursement of expenses incurred in the performance of their duties, allowances, annual leave and legal assistance). Their salaries are regulated by the Act on the Common Foundations of the Salary System in the Public Sector. It needs to be added that judges and state prosecutors are considered public office holders, too.

1.4 Recommendation to Slovenia for 2024 to “complete the adoption of the new anti-corruption strategy and action plan and begin implementation and take measures to ensure a track record of investigations, prosecutions and final judgments in corruption offences, including in high-level cases”

See 1.6.

⁵ https://www.dz-rs.si/wps/portal/Home/zakonodaja/izbran?uid=C1257A70003EE6A1C1258BC000411AD4&db=kon_zak&mandat=IX

⁶ https://www.dz-rs.si/wps/portal/Home/zakonodaja/izbran?uid=C1257A70003EE6A1C1258C3B0030CD71&db=kon_zak&mandat=IX

1.5 Recommendation to Slovenia for 2024 to “further advance with the process of adopting legislative and non-legislative safeguards to improve the protection of journalists, particularly online, taking into account European standards on the protection of journalists” and “ensure that rules or mechanisms are in place to provide funding for public service media that is appropriate for the realisation of its public service remit while guaranteeing its independence”

See 1.7.

1.6 Recommendation to Slovenia for 2025 to “take further measures to ensure a track record of investigations, prosecutions and final judgements in corruption offences, including in high-level cases”

On 28 March 2025, the National Assembly adopted the Resolution on the Prevention of Corruption in the Republic of Slovenia⁷ (EPA 1923-IX) submitted by the Government. In July 2025, the parliamentary Commission for the Prevention of Corruption adopted an action plan for the implementation of the Resolution.

Within the National Assembly, the internal reporting procedure under the Whistleblower Protection Act (ZZPri) is governed by an internal act known as the Guidelines on the Establishment of an Internal Reporting Procedure under the Whistleblower Protection Act (No. 040-03/23-0004/1 of 18 May 2023). The procedure is explained on the National Assembly's intranet: staff are informed about the role and work of the Trustee, the types of breaches that can be reported, the reporting channels, and other relevant information regarding the use of the internal reporting channel, external reporting procedures, and whistleblower protection. Additionally, a notice detailing the work of the Trustee is published on the National Assembly's website.⁸ In accordance with Article 9 of the ZZPri, the National Assembly submitted a report to the Commission for the Prevention of Corruption on 7 January 2026. The Trustee received no reports in 2025.

1.7 Recommendations to Slovenia for 2025 to “further advance with the process of adopting legislative and non-legislative safeguards to improve the protection of journalists, taking into account European standards on the protection of journalists” and “complete reforms to ensure that the rules or mechanisms are in place to provide funding for public service media that is appropriate for the realisation of its public service remit while guaranteeing its independence”

On 27 September 2025, the Mass Media Act⁹ (EPA 1884-IX), adopted by the National Assembly on the proposal of the Government, entered into force. The Act introduces

⁷ https://www.dz-rs.si/wps/portal/Home/zakonodaja/izbran?uid=C1257A70003EE749C1258C19003CFFAF&db=kon_akt&mandat=IX

⁸ <https://www.dz-rs.si/wps/portal/Home/is/ZascitaPrijaviteljev>

⁹ https://www.dz-rs.si/wps/portal/Home/zakonodaja/izbran?uid=C1257A70003EE6A1C1258C04003AA765&db=kon_zak&mandat=IX

measures for ensuring the freedom of expression, journalistic autonomy, and the independence of media. It includes provisions on the freedom of expression, journalistic autonomy and editorial independence, the protection of journalistic sources, the prohibition of installing intrusive surveillance software, the editor-in-chief, the status of freelance journalists, and the information for the media and freelance journalists. It introduces measures aimed at promoting and protecting media diversity (pluralism). It defines public interest in the field of media, governs state aid to media, ensures the transparency of information on the media (including registration in the Mass Media Register and disclosure of conflict of interests), governs the notification procedure and assessment of media concentrations, lays down obligations concerning programme quotas, and governs programmes of special significance. The Act also lays down the obligations and responsibilities of media publishers, as well as the necessary restrictions on media activities required to protect the right of citizens and residents to comprehensive information and to prevent abuses of media power. It regulates the protection of Slovene language in the media, the prohibition of incitement to inequality, violence and war, as well as the incitement of hatred and intolerance, the protection of children in the media, rules governing public commenting, the publication of emergency announcements, general requirements and restrictions relating to advertising, state and political advertising, the prohibition of religious advertising in public media, the mandatory labelling of AI-generated content, and the right to correction and reply.

On 3 April 2025, the Commission for Petitions, Human Rights and Equal Opportunities examined the topic under the title Constitutional Controversy of the Draft Mass Media Act and an Attack on the Freedom of Speech.

In October 2025, the Government submitted the Draft Act on Protective Measures against Strategic Lawsuits against Public Participation¹⁰ (EPA 2477-IX). In accordance with the requirements of the Directive, this draft Act regulates protective measures to safeguard natural and legal persons participating in public debates in judicial proceedings arising from such participation and provides protection against abusive legal actions, particularly in cases involving strategic lawsuits intended to limit public participation. Its purpose is to protect and reinforce the right to freedom of expression and information, the freedom of the arts and sciences, and the freedom of assembly and association in matters of public interest, as well as to safeguard eligible persons against manifestly unfounded claims and the abuse of judicial proceedings brought against them solely to prevent, hinder, or discourage their continued public participation. This objective is achieved through the establishment of protective measures for natural and legal persons in cases where manifestly unfounded claims are filed or judicial proceedings are otherwise misused as a result of their public participation. The Draft Act was discussed at the meeting of the working body responsible held on 13 January 2026. The procedure will resume on the plenary session starting on 26 January 2026.

On 19 December 2025, the National Assembly adopted the Act Amending the Radiotelevizija Slovenija Act¹¹ (EPA 2566-IX) submitted by the Government. The Act clearly delineates competences within management and between management and the RTV Slovenia Council, thereby distinguishing management functions from supervisory responsibilities. It further establishes clear rules governing the public service and

¹⁰ https://www.dz-rs.si/wps/portal/Home/zakonodaja/izbran?uid=9B5AA2AD480605B9C1258D300030210A&db=p_re_zak&mandat=IX

¹¹ https://www.dz-rs.si/wps/portal/Home/zakonodaja/izbran?uid=C1257A70003EE6A1C1258D570049129C&db=k_on_zak&mandat=IX

commercial activities, defines the competences of the Financial Board to ensure effective control of operations, introduces greater transparency and verifiability of expenditures from the RTV licence fee, supplements the public service with musical production, provides for the funding of minority programming and musical production, and ensures stable funding by determining the amount of the RTV licence fee. The Act entered into force on 13 January 2026.

Another Act Amending the Radiotelevizija Slovenija Act¹² (EPA 2580-IX) was submitted by 5,000 voters. The principal feature thereof is the abolition of the obligation to pay the RTV licence fee and the transition to direct financing from the state budget, together with a programme for streamlining operations and human resources policy. The time frame for the consideration of the draft Act at the meeting of the working body responsible and plenary session has not yet been determined; however, the legislative procedure regarding this act will not conclude with the end of the current parliamentary term.

On 16 December 2025, the Government submitted the Draft Slovenian Press Agency Act¹³ (EPA 2651-IX), which regulates the status, activities, organisation and financing of the Slovenian Press Agency (STA), as well as oversight of its operations. The main objective of the Act is to ensure a regulatory framework for the public information service organised as a service of general economic interest, which abides by the European state aid requirements and facilitates the effective delivery of the public information service for the media and the general public. The Draft Act lays down an effective regulatory framework of the public service, defines its content and scope, determines the stakeholders responsible for financing the service and for supervising its performance, determines appropriate financing of the service, and lays down the procedure for planning the service and its financing. Furthermore, the Draft Act establishes a methodology for calculating the compensation for financing the public service, sets out the methodology for the delineation between the public service and the commercial activities of the STA, and defines the competent authorities responsible for assessing the adequacy of the criteria used for such delineation. It also aligns the operation and organisation of the STA with European requirements on transparency in the financing of public service activities, in particular those relating to state aid.

At the initiative of the Slovenian Democratic Party, the Committee on Culture discussed at its meetings the following topics:

- violations of the Radiotelevizija Slovenija Act (ZRTVS-1) and the Election and Referendum Campaign Act (ZVRK) by RTV Slovenia (the Committee did not adopt any decisions at its meeting of 19 May 2025).
- unacceptable politization of the Constitutional Court of the Republic of Slovenia with the goal of eliminating Janez Janša supporters from RTV Slovenia (the Committee did not adopt any decisions at its meeting of 28 October 2025).

As regards explanations provided in the Fifth (National) Annual Report, we would like to add that the Constitutional Court has not yet adopted a final decision in the proceedings

¹² https://www.dz-rs.si/wps/portal/Home/zakonodaja/izbran?uid=56103A033D9AF587C1258D610028CAF2&db=pre_zak&mandat=IX

¹³ https://www.dz-rs.si/wps/portal/Home/zakonodaja/izbran?uid=B930097CDE66F5B7C1258D65002A88CA&db=pre_zak&mandat=IX

for the review of the initiative by Dr. Peter Gregorič, Ljubljana, and others concerning the ZRTVS-1B (Case No U-I-479/22).

2. Framework, policy and use of impact assessments and evidence based policy-making, stakeholders/public consultations¹⁴ (including consultation of judiciary and other relevant stakeholders on judicial reforms), and transparency and quality of the legislative process both in the preparatory and the parliamentary phase

2.1 Constitutional review procedure – appointment of ministers

On 15 June 2023, the Constitutional Commission launched a constitutional review procedure relating to the constitutional review proposal EPA 728-IX¹⁵, which proposes changes to the appointment of ministers. On 27 November 2024, during the third resumption of the 2nd meeting, the Constitutional Commission held a debate and, pursuant to Article 175 of the Rules of Procedure, voted on the proposal to initiate the constitutional review procedure for the amendment of Articles 112, 114 and 118 of the Constitution¹⁶ (EPA 0728-IX) (changes to the appointment of ministers). Since the proposal failed to secure the required two-thirds majority of the members present, the Constitutional Commission proposed that a final decision on the proposal to initiate the constitutional review procedure be taken by the National Assembly, with due account of the negative opinion delivered by the Constitutional Commission.

At its 28th session on 6 March 2025, the National Assembly adopted, by a two-thirds majority of the deputies present, a decision to initiate the procedure for amending the Constitution, proposing changes to the appointment of ministers. Based thereon, the Constitutional Commission held a debate on the draft Constitutional Act and on its position regarding such at its 6th meeting of 2 October 2025. However, as it failed to secure the required majority, the Commission could not adopt Section I of the draft. Nor did it adopt a decision proposing to the National Assembly that the procedure for the draft Act in question be concluded. Consequently, on 6 October 2025, the Chair of the Constitutional Commission invited the members of the Commission to submit, by 22 December 2025, proposals for the positions of the Constitutional Commission on the draft Constitutional Act amending the Constitution (Articles 112, 114 and 118) of 4 April 2023. On 12 January 2026, the Chair of the Constitutional Commission presented the course of the procedure in the Commission's report.

2.2 Constitutional review procedure – publication of regulations

On 27 February 2025, the Government submitted a proposal to initiate a constitutional review procedure regarding the amendment of Article 154 of the Constitution (EPA 1981-IX), which governs the method of publishing regulations. The proposed amendment provides for a modern system of online publication of adopted regulations of the State and local communities in a single official gazette at the State level. This official gazette will be freely accessible and available free of charge to all stakeholders required to publish adopted and valid regulations, in accordance with and in the manner laid down

¹⁴ Including consultations with social partners.

¹⁵ https://www.dz-rs.si/wps/portal/Home/zakonodaja/izbran?uid=FF199788DDE2FD0EC1258A3F003FA371&db=pre_akt&mandat=IX

¹⁶ https://www.dz-rs.si/wps/portal/Home/zakonodaja/izbran?uid=16D60D4A26D7FDC7C1258987003D3135&db=pre_akt&mandat=IX

by a special Act. The proposal was supported by the Constitutional Commission (at its 5th meeting of 10 April 2025, continued on 11 September 2025 and 5 November 2025) and by the National Assembly (at its 36th session on 21 November 2025), through the adoption of the Decision to initiate the procedure and the Position of the National Assembly on the draft Constitutional Act amending Article 154 of the Constitution. Following the session of the National Assembly of 8 December 2025, a group of experts of the Constitutional Commission responsible for the amendment of the rules on the publication of regulations prepared a working draft of the Constitutional Act amending Article 154 of the Constitution. On the same date, the Chair of the Constitutional Commission convened the 8th meeting of the Commission, scheduled to take place on 15 January 2026. At that meeting, the Constitutional Commission will discuss the working draft with a view to preparing its decision for discussion and adoption at the final regular session of the National Assembly in this term, which is scheduled to commence on 26 January 2026.

2.3 Code of Ethics

In 2025, the Council of the President of the National Assembly adopted no decision regarding the four petitions to assess a breach of the Code of Ethics submitted in 2024. No new petitions were submitted in 2025.

2.4 Regulatory impact assessment

As explained in reference reports, the National Assembly does not carry out regulatory impact assessments.

2.5 Openness of National Assembly's work

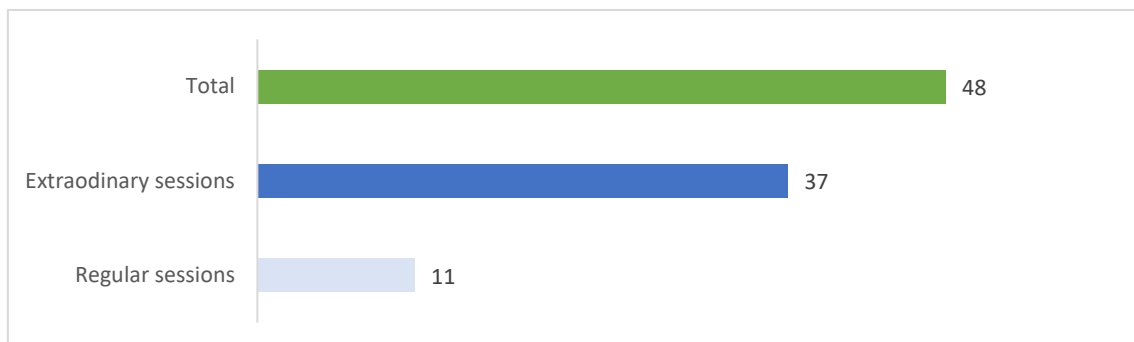
The openness of National Assembly's work was ensured and ran smoothly.

Live TV broadcast of plenary sessions and working bodies' meetings was ensured and ran smoothly.

Table 1: Data on plenary sessions

NUMBER OF PLENARY SESSIONS	Total
Regular sessions	11
Extraordinary sessions	37
Total	48
Sessions partly closed to the public	3

Source: Report on National Assembly's Work.

Graph 1: Plenary sessions

Source: Table 1.

Table 2: Data on plenary sessions by year

PLENARY SESSIONS	LETO 2019	LETO 2020	LETO 2021	LETO 2022	LETO 2023	LETO 2024	LETO 2025
Regular sessions	11	7	7	7	10	11	11
Extraordinary sessions	12	26	36	36	29	32	37
Closed sessions	1 regular and 1 extraordinary session were partly closed to the public	1 regular session was partly closed to the public	2 regular sessions were partly closed to the public	No sessions were closed to the public	1 regular session was partly closed to the public	2 regular sessions were partly closed to the public	2 regular and 1 extraordinary session were partly closed to the public

Source: Report on National Assembly's Work.

Table 3: Data on plenary sessions – by year and parliamentary term (2011–2014¹⁷, 2014–2018, 2018–2022 in 2022–)

PLENARY SESSIONS	2011–2014				2014–2018					2018–2022					2022–			
Number of	2011	2012	2013	2014	2014	2015	2016	2017	2018	2018	2019	2020	2021	2022	2022	2023	2024	2025
regular sessions	1	8	11	5	3	11	11	11	3	3	11	7	7	2	5	10	11	11
extraordinary sessions	1	24	26	19	8	18	15	11	12	18	12	26	36	7	29	29	32	37
TOTAL	2	32	37	24	11	29	26	22	15	21	23	33	43	9	34	39	43	48
	95				103					129					164			

Source: Report on National Assembly's Work.

¹⁷ Shorter term due to early elections.

2.6 Cooperation with civil society, professional public

The activities of the National Assembly are described in more detail in the reference reports. In 2025, work ran smoothly.

- Participants at committee meetings

In 2025, the number of participants at committee meetings was 1711 (1234 in 2024, 1509 in 2023, 899 in 2022).

- Taking note of civil society proposals, initiatives and questions

Parliamentary bodies took note of 632 proposals, initiatives or questions from civil society (322 in 2024, 386 in 2023, 237 in 2022).

- Number of opinions from local authorities received by the working body responsible

118 opinions from local authorities on draft laws were received by the working bodies responsible (108 in 2024, 51 in 2023, 157 in 2022)¹⁸.

- Public hearings

3 public hearings were held (2 in 2024, 4 in 2023, 1 in 2022).

– Research papers produced by the Research Section

49 research papers were produced (64 in 2024, 76 in 2023, 97 in 2022).

2.7 Petitions

The Commission for Petitions, Human Rights and Equal Opportunities received 92 petitions (86 in 2024, 81 in 2023, 99 in 2022). 88 petitions were resolved (80 in 2024, 78 in 2023, 92 in 2022), and 4 petitions are still pending (6 in 2024, 3 in 2023, 7 in 2022).

2.8 Legislative initiative and referendum

In 2025, two draft laws were submitted by at least 5,000 voters (popular initiative). The National Assembly has not yet decided on them. One was discussed by the working body responsible on 14 January 2026, but the articles of the draft law were not adopted.

In 2025, 40,000 voters submitted requests for a legislative referendum on two draft laws. Both laws were rejected in the referendum.

In 2025, the National Assembly adopted a Constitutional Act drafted on the basis of the procedure for amending the Constitution that had been initiated by 30,000 voters in 2023.

2.9 Other activities relevant in terms of openness of National Assembly's work

The activities of the National Assembly are described in more detail in the reference reports. In 2025, work ran smoothly.

2.10 Transparency, openness of National Assembly's work

The activities of the National Assembly are described in more detail in the reference reports. In 2025, work ran smoothly.

¹⁸ Data from the Committee on Agriculture, Forestry and Food is partly missing.

2.11 Public information campaigns on rule of law issues

The activities of the National Assembly are described in more detail in the reference reports. In 2025, no such activity was carried out. The topic in question often featured in public speeches by deputies of the National Assembly.

3. Rules and use of fast-track/emergency procedures (e.g., share of laws adopted through fast-track/emergency procedure compared to the total number of adopted laws)

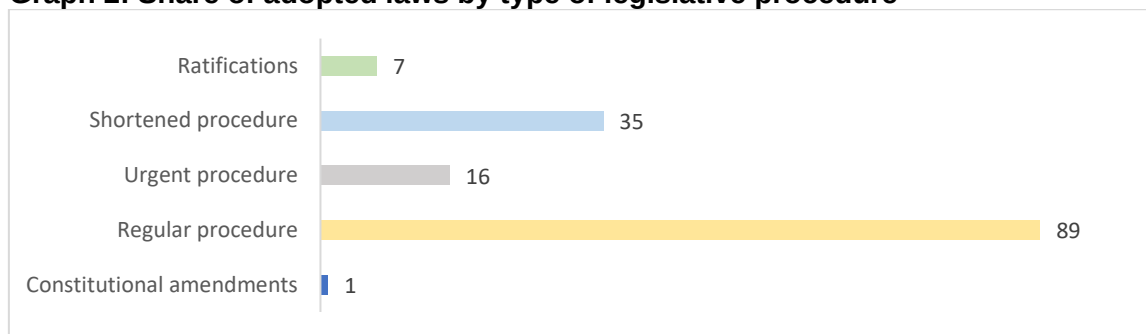
The procedure for adopting laws is described in the reference reports.¹⁹ In 2025, 60.1% of all laws were adopted by the regular procedure,²⁰ 10.8% by the emergency (i.e., urgent) procedure, and 23.7% by the fast-track (i.e., shortened) procedure. Ratifications of international treaties and constitutional amendments accounted for 4.7% and 0.7%, respectively.

Table 4: Number of adopted laws by type of legislative procedure

ADOPTED LAWS	Total	%
Constitutional amendment	1	0.7
Regular procedure	89	60.1
Urgent procedure	16	10.8
Shortened procedure	35	23.7
Ratification of an international treaty	7	4.7
TOTAL	148	100

Source: Report on National Assembly's Work.

Graph 2: Share of adopted laws by type of legislative procedure

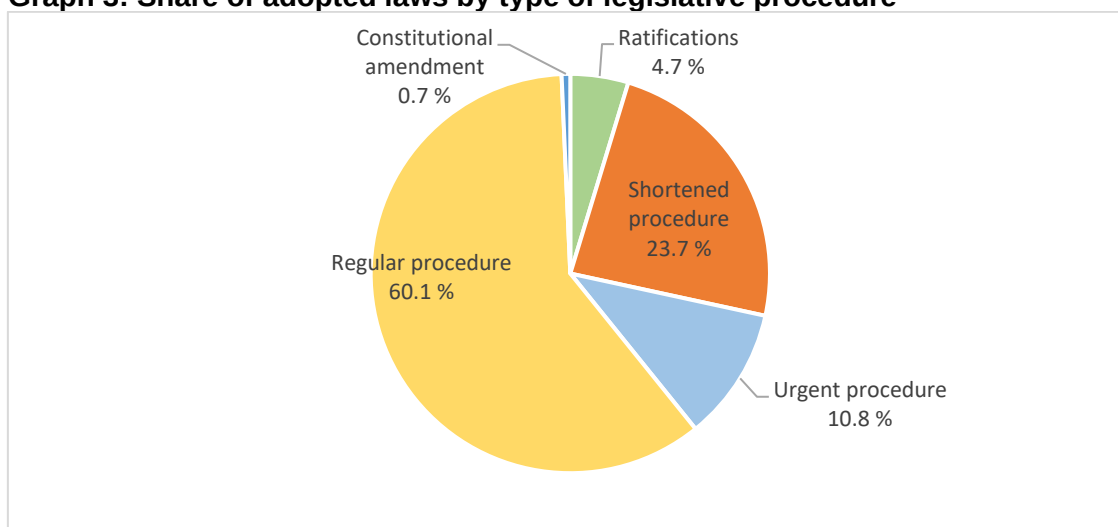


Source: Table 4.

¹⁹ Duration of the legislative procedure (2025): https://fotogalerija.dz-rs.si/datoteke/Publikacije/Zborniki_RN/2025/Trajanje_zakonodajnega_postopka.pdf

²⁰ The number of laws adopted under the regular legislative procedure in less than three months – which, in theory, is the period the regular legislative procedure should take – is high due to changes in parliamentary practice. For more information, see footnote 29.

Graph 3: Share of adopted laws by type of legislative procedure



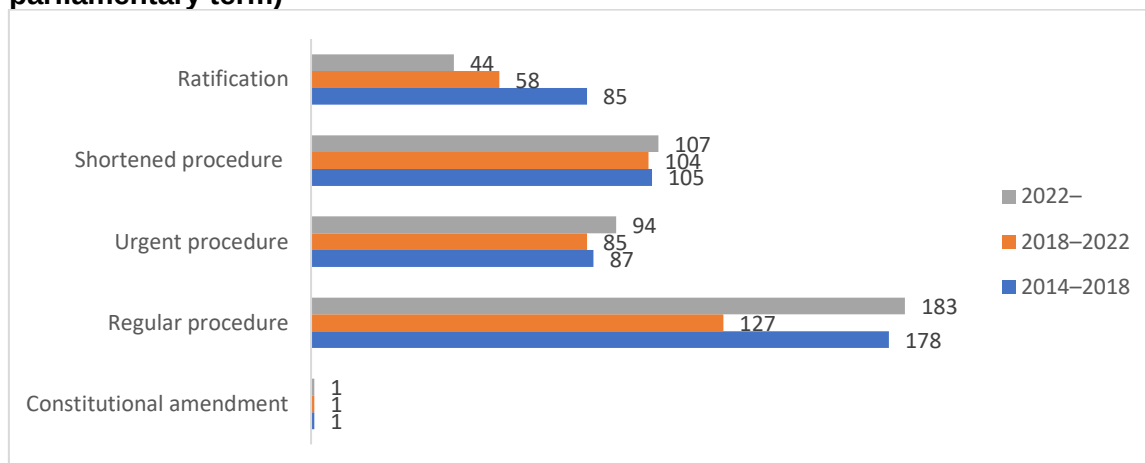
Source: Table 4.

Table 5: Number of adopted laws by type of legislative procedure (by parliamentary term)

ADOPTED LAWS	2014–2018	%	2018–2022	%	2022–	%
Constitutional amendment	1	0.2	1	0.3	1	0.2
Regular procedure	178	39	127	33.9	183	42.7
Urgent procedure	87	19.1	85	22.7	94	21.9
Shortened procedure	105	23	104	27.7	107	24.9
Ratification	85	18.6	58	15.5	44	10.3
TOTAL	456	100	375	100	429	100

Source: Report on National Assembly's Work.

Graph 4: Number of adopted laws by type of legislative procedure (by parliamentary term)



Source: Table 5.

Table 6: Number of adopted laws by type of legislative procedure in the parliamentary term 2011–2014 (VI) – by year

ADOPTED LAWS	2011*	%	2012	%	2013	%	2014**	%	Total	%
Constitutional amendment	-		-		2	1.5	-		2	0.6
Regular procedure	-		19	13.6	31	23.7	22	30.1	72	20.9
Urgent procedure	1	100	40	28.6	34	26.0	10	13.7	85	24.6
Shortened procedure	-		45	32.1	31	23.7	24	32.9	100	29.0
Ratification	-		36	25.7	33	25.2	17	23.3	86	24.9
TOTAL	1	100	140	100	131	100	73	100	345	100

Source: Reports on National Assembly's Work.

Legenda: * Od 21. 12. 2011 ** Do 31. 7. 2014

Table 7: Number of adopted laws by type of legislative procedure in the parliamentary term 2014–2018 (VII) – by year

ADOPTED LAWS	2014*	%	2015	%	2016	%	2017	%	2018**	%	Total	%
Constitutional amendment	-		-		1	1	-		-		1	0.2
Regular procedure	-		51	34.9	46	43.8	54	42.2	27	49.1	178	39
Urgent procedure	17	77.3	34	23.3	14	13.3	19	14.8	3	5.5	87	19.1
Shortened procedure	2	9.1	27	18.5	16	15.2	39	30.5	21	38.2	105	23
Ratification	3	13.6	34	23.3	28	26.7	16	12.5	4	7.3	85	18.6
TOTAL	22	100	146	100	105	100	128	100	55	100	456	100

Source: Reports on National Assembly's Work.

Legenda: * Od 1. 8. 2014. ** Do 22. 6. 2018.

Table 8: Number of adopted laws by type of legislative procedure in the parliamentary term 2018–2022 (VIII) – by year

ADOPTED LAWS	2018*	%	2019	%	2020	%	2021	%	2022**	%	Total	%
Constitutional amendment	0	-		-			1	0.8	0	-	1	0.3
Regular procedure	3	12	28	29.5	24	30.8	54	43.2	18	34.6	127	33.9
Urgent procedure	13	52	17	17.9	25	32.1	21	16.8	9	17.3	85	22.7
Shortened procedure	1	4	29	30.5	21	26.9	37	29.6	16	30.8	104	27.7
Ratification	8	32	21	22.1	8	10.3	12	9.6	9	17.3	58	15.5
TOTAL	25	100	95	100	78	100	125	100	52	100	375	100

Source: Reports on National Assembly's Work.

Legenda: * Od 22. 6. 2018. ** Do 13. 5. 2022.

Table 9: Number of adopted laws by type of legislative procedure in the parliamentary term 2022– (IX) – by year

ADOPTED LAWS	2022*	%	2023	%	2024	%	2025	%	Total	%
Constitutional amendment	0	0	0	0	0	0	1	0.7	1	0.2
Regular procedure	15	23.1	31	29.8	48	42.9	89	60.1	183	42.7
Urgent procedure	32	49.2	29	27.9	17	15.2	16	10.8	94	21.9
Shortened procedure	13	20	26	25	33	29.5	35	23.7	107	24.9
Ratification	5	7.7	18	17.3	14	12.5	7	4.7	44	10.3
TOTAL	65	100	104	100	112	100	148	100	429	100

Source: Reports on National Assembly's Work.

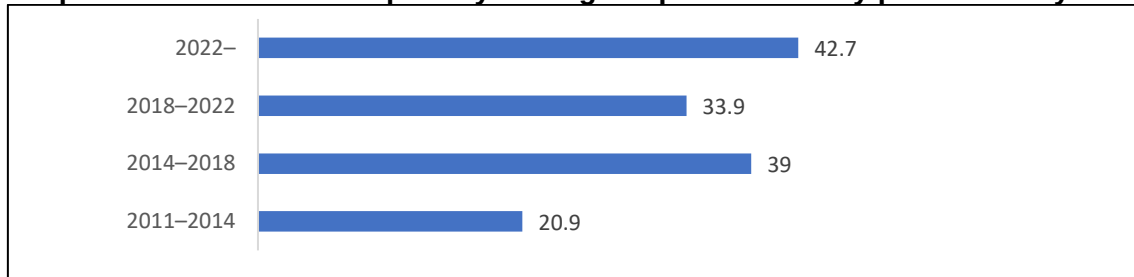
Legenda: * Od 13. 5. 2022.

Table 10: Share of laws adopted by the regular procedure – by parliamentary term

PARLIAMENTARY TERM	%
2011–2014	20.9
2014–2018	39
2018–2022	33.9
2022–	42.7

Source: Reports on National Assembly's Work.

Graph 5: Share of laws adopted by the regular procedure – by parliamentary term



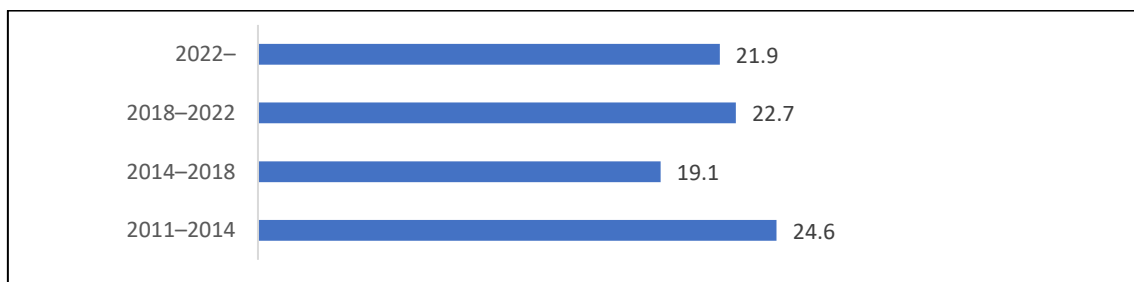
Source: Table 10.

Table 11: Share of laws adopted by the urgent procedure – by parliamentary term

PARLIAMENTARY TERM	%
2011–2014	24.6
2014–2018	19.1
2018–2022	22.7
2022–	21.9

Source: Reports on National Assembly's Work.

Graph 6: Share of laws adopted by the urgent procedure – by parliamentary term



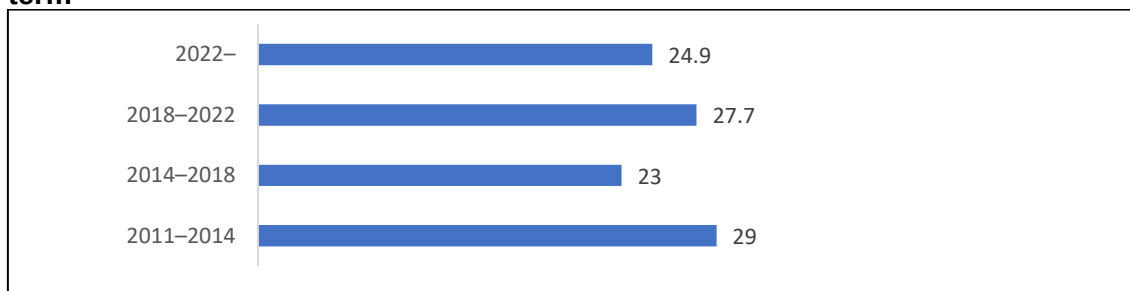
Source: Table 11.

Table 12: Share of laws adopted by the shortened procedure – by parliamentary term

PARLIAMENTARY TERM	%
2011–2014	29
2014–2018	23
2018–2022	27.7
2022–	24.9

Source: Reports on National Assembly's Work.

Graph 7: Share of laws adopted by the shortened procedure – by parliamentary term



Source: Table 12.

4. Rules and application of states of emergency (or analogous regimes), including judicial review and parliamentary oversight

According to Article 92 of the Constitution, a state of emergency is declared whenever a great and general danger threatens the existence of the state. The declaration of law or state of emergency, urgent measures, and their repeal are decided upon by the National Assembly on the proposal of the Government. If the National Assembly is unable to convene, the President of the Republic decides on these matters and submits their decisions to the National Assembly for confirmation immediately upon it next convening. A more detailed definition of war and state of emergency, as well as of the powers of the National Assembly in such situations, is provided by the Defence Act and the National Assembly Act. The latter Act specifies, inter alia, that when the President of the National Assembly establishes that the National Assembly, for reasons that prevent the convening or holding of sessions, is unable to convene, they immediately inform the Government and the President of the Republic thereof. Once such circumstances cease to exist, the President of the National Assembly immediately informs the Government and the President of the Republic thereof.

Article 108 of the Constitution provides that if the National Assembly is unable to convene due to a state of emergency or war, the President of the Republic may, on the proposal of the Government, issue decrees with the force of law. Such decrees may, in exception, restrict individual rights and fundamental freedoms as provided by Article 16 of the Constitution. The President of the Republic must submit decrees with the force of law to the National Assembly for confirmation immediately upon it next convening.

Article 278 of the Rules of Procedure of the National Assembly provides that, in accordance with the ensuing circumstances and in the interests of defence and security, during a state of war or emergency derogations from the provisions of these Rules of Procedure are admissible regarding:

- the time limits determined for the convening of sessions of the National Assembly and meetings of its working bodies and sending material,
- the manner of convening sessions and sending material, and the venue, location, and time of convening sessions,
- the time limits for discussing draft laws and other acts,
- the discussion of draft laws and other acts within working bodies,
- the openness of the work and informing the public of the work of the National Assembly.

No state of emergency or war was declared in 2025.

The Services of the National Assembly are actively engaged in ensuring an appropriate legal framework, as well as adequate material, financial and human resources, to guarantee the smooth functioning of the Parliament in the event of crises, a state of emergency, or war. In this context, on 26 November 2025, a group of deputies submitted the Draft Act Amending the National Assembly Act²¹ (EPA 2581-IX). The reasons for the proposed amendments are based on the findings of a national crisis management and defence system response exercise entitled “RESILIENCE24”, organised by the Government in 2024, in which the National Assembly also participated. In view of the importance of national security and the potential occurrence of a state of emergency or war, the exercise assessed the level of preparedness of the National Assembly for such situations. Ensuring the smooth functioning of the National Assembly in a state of emergency or war requires clear and specific legal rules, as well as advance preparedness, including the securing of the necessary financial, material, human and technical capacities already in peacetime. Accordingly, the Draft Act proposes solutions aimed at ensuring the uninterrupted functioning of the National Assembly and at addressing existing challenges and issues related to the performance of its constitutional role in a state of emergency or war.

5. Constitutional review of laws

As regards the proceedings before the Constitutional Court, in 2025 the Court sent to the National Assembly 50 requests/petitions (84 in 2024, 66 in 2023, 76 in 2022), of which 33 were sent to obtain a reply or explanation (36 in 2024, 42 in 2023, 48 in 2022). Concerning the cases in which the National Assembly was asked for reply or explanation, the Constitutional Court found inconformity with the Constitution in 9 cases (8 in 2024, 10 in 2023, 13 in 2022); in 5 cases (7 in 2024, 7 in 2023, 7 in 2022) the Court abrogated individual provisions of laws.

Table 13: Number of cases in the framework of procedures to review the constitutionality and legality of regulations sent to the National Assembly by the Constitutional Court

CASE TYPE	No. of cases
Cases sent to the National Assembly by the Constitutional Court	50
Cases sent to the National Assembly to obtain a reply or explanation	33
Cases closed in the National Assembly:	66
– solved at the Constitutional Court ²²	50
– replies or explanations sent to the Constitutional Court by the National Assembly	16

Source: Report on National Assembly's Work.

²¹ https://www.dz-rs.si/wps/portal/Home/zakonodaja/izbran?uid=DC0F1FED72563F47C1258D4E004F8C4F&db=pre_zak&mandat=IX

²² By a decision/ruling, the Constitutional Court:

- abrogated the provisions of a law,
- found conformity or inconformity with the Constitution,
- rejected a petition or request,
- dismissed a petition or request,
- suspended the implementation of provisions of a law,
- rejected a request to suspend the implementation of provisions of a law,
- stopped the procedure.

Table 14: Types of Constitutional Court decisions concerning petitions and requests for the National Assembly to provide a reply or explanation

CONSTITUTIONAL COURT DECISION	No. of cases
Inconformity with the Constitution	9
Abrogation	5

Source: Report on National Assembly's Work.

6. Measures to foster a rule of law culture (e.g. debates in national parliaments on the rule of law, public information campaigns on rule of law issues, contributions from civil society, education initiatives, etc.)

The activities of the National Assembly are described in more detail in the reference reports. In 2025, work ran smoothly.

On 13 March 2025, the Committee on Justice held a discussion entitled *Implementation of the Constitutional Provision Governing Citizens' Participation in the Exercise of Judicial Power*, focusing on the role and position of lay judges.

On 1 July 2025, the Commission for Petitions, Human Rights and Equal Opportunities discussed the topic entitled *The Constitutional Right of Citizens to Participate in the Exercise of Judicial Power and the Role and Powers of Lay Judges in Court Proceedings*.

Within the scope of its powers, the Committee on Justice discussed a number of annual reports submitted to the National Assembly in accordance with the relevant legal provisions, including the Annual Report of the Supreme Court on the Efficiency and Effectiveness of Courts for 2024, the Annual Report of the Judicial Council of the Republic of Slovenia for 2024, the Joint Report on the Work of State Prosecutors for 2024, the Annual Report on the Operations of the Specialised State Prosecutor's Office of the Republic of Slovenia for 2024, the Annual Report on the Work of the Department for the Investigation and Prosecution of Officials with Special Powers at the Specialised State Prosecutor's Office of the Republic of Slovenia for 2024, and the Annual Report of the Commission for the Prevention of Corruption.

In 2025, the National Assembly continued to implement the *Active Citizenship* project. Throughout the school year, simulations of the legislative procedure were organised for third-year secondary school students. A total of 944 students participated, working jointly on the drafting of a law and thereby gaining insight into the functioning of the rule of law and the work of the National Assembly. A similar simulation of the legislative procedure was also organised for representatives of the youth wings of parliamentary parties.

The *Parliament on a Visit* project, which enables pupils in the final years of primary school who are unable to visit the National Assembly in person to learn about its functioning and the rule of law through online activities, was implemented throughout the school year and involved a total of 226 participants.

Guided tours of the National Assembly were attended by a total of 10,450 visitors from Slovenia and abroad, representing a wide range of age groups, from primary school pupils to pensioners. During the tours, participants learned about the rule of law, the legislative procedure, the work of the National Assembly, the role of MPs, the work of National Assembly Services, etc.

In 2025, a leaflet on the National Assembly's mural, depicting the history of the Slovene nation from settlement to the end of World War II, was published, as well as *The Illustrated National Assembly*, a comic book presenting the work of the National Assembly in an easy-to-understand manner.

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